

AGENDA



EUGENE PLANNING COMMISSION

Phone: 541-682-5481
www.eugene-or.gov/pc

McNutt Room—City Hall, 777 Pearl Street
Eugene, OR 97401

The Eugene Planning Commission welcomes your interest in these agenda items. Feel free to come and go as you please at any of the meetings. This meeting location is wheelchair-accessible. For the hearing impaired, FM assistive-listening devices are available or an interpreter can be provided with 48 hours notice prior to the meeting. Spanish-language interpretation will also be provided with 48 hours notice. To arrange for these services, contact the receptionist at 541-682-5481. Telecommunications devices for deaf assistance are available at 541-682-5119.

MONDAY, FEBRUARY 13, 2012 – REGULAR MEETING (11:30 a.m. to 1:30 p.m.)

- 11:30 a.m. I. **PUBLIC COMMENT**
The Planning Commission reserves 10 minutes at the beginning of this meeting for public comment. The public may comment on any matter, **except for items scheduled for public hearing or public hearing items for which the record has already closed.** Generally, the time limit for public comment is three minutes; however, the Planning Commission reserves the option to reduce the time allowed each speaker based on the number of people requesting to speak.
- 11:40 a.m. II. **ENVISION EUGENE: MULTI-FAMILY HOUSING NEED**
Staff: Heather O'Donnell, 541-682-5488
- 12:25 p.m. III. **MULTI-FAMILY CODE AMENDMENTS**
Staff: Alissa Hansen, 541-682-5508
- 1:15 p.m. IV. **ITEMS FROM COMMISSION AND STAFF**
A. Other Items from Staff
B. Other Items from Commission

Commissioners: Steven Baker; Jonathan Belcher; Rick Duncan; Randy Hledik, Vice Chair;
John Jaworski; Jeffery Mills, Chair; William Randall

AGENDA ITEM SUMMARY
February 13, 2012

To: Eugene Planning Commission
From: Heather O'Donnell, and Carolyn Weiss, City of Eugene Planning Division
Subject: Envision Eugene Update: Multi-family Housing

ACTION REQUESTED

This work session provides an opportunity to update the Planning Commission on analysis of Eugene's future land need for multi-family housing.

BRIEFING STATEMENT

This is part of an ongoing conversation about Eugene's 20-year land need for all land types, including:

- Public and semi-public land
- Single-family housing
- Multi-family housing
- Commercial
- Industrial

There are several components that make up how we determine our future land need for multi-family homes. These components are identified below along with the status of each component.

COMPONENT	COMPONENT DETAIL	STATUS ¹
Housing Demand	<ul style="list-style-type: none">• Projected number of Units for 20 yrs• Single-family/Multi-family mix• Multi-family Units needed	<ul style="list-style-type: none">• 14,951 units• Staff Recommendation: 55 SF/ 45 MF• 7,200 units
Existing Capacity	<ul style="list-style-type: none">• Vacant land• Partially vacant land• Baseline redevelopment• Capacity lost from re-designation	<ul style="list-style-type: none">• 3,430 units• 2,595 units• 875-1,440 units• (220-2,720 MDR units)
New Capacity through Interventions	<ul style="list-style-type: none">• TBD	<ul style="list-style-type: none">• TBD
Remaining land need (@ 55 SF/45 MF)	<ul style="list-style-type: none">• To be met through interventions	<ul style="list-style-type: none">• 770-3,020 units

This work session will focus on the four highlighted components: vacant, partially vacant land, baseline redevelopment, re-designation and the remaining land need. Additional work on capacity achieved through interventions is underway and was the topic of the February 6 Planning

¹ Numbers are rounded and subject to further refinement.

Commission work session.

Vacant Lands

State statute requires that we identify vacant lands within the urban growth boundary (UGB) and attribute future development to those lands. The vacant Medium Density Residential (MDR) and High Density Residential (HDR) lands were identified during the Eugene Comprehensive Lands Assessment (ECLA). This work has been vetted and in some cases revised by the Technical Resource Group (TRG),

Partially Vacant Lands

State statute requires that we identify partially vacant lands within the urban growth boundary (UGB) and attribute future development to those lands. Partially vacant lands are those that have some level of development, but also have a vacant portion of the property with potential for additional development without demolishing the existing structure. In general, it was found that there was partially vacant land with capacity on MDR lots .5 acre or greater in size and on HDR lots 1 acres or greater in size. Lots smaller than either of these size classifications are addressed under the “Baseline Redevelopment” category below. Staff worked closely with the Technical Resource Group (TRG) and a sub-committee of the TRG that was dedicated to this task. The resulting analysis goes beyond what is required by the state and provides a thoughtful and reasonable approach to predicting future development activity on these lands. The attached white paper (Attachment A) provides a summary overview of the analysis that has determined how many multi-family homes can be accommodated on lands identified as partially vacant. A map will be displayed at the work session that shows the location and approximate capacity of these lands.

Baseline Redevelopment

Redevelopable lands are considered MDR lots less than .5 acre in size and HDR lots less than 1 acre in size that have some level of development that may or may not be removed to add new housing. It is not feasible to identify specific properties that will redevelop over the next 20 years because the factors that go in to the decision to redevelop are highly unpredictable. The City also has limited data to help understand the historic redevelopment rate for multi-family homes. However, by reviewing the amount of new dwellings on these smaller MDR and HDR lots that has occurred historically, a reasonable prediction of the future amount of new dwellings can be made.

Additionally, a TRG subgroup helped create a new tool for estimating potential redevelopment of commercial land city-wide. A substantial amount of redevelopment of existing built land will be needed to keep commercial and multi-family housing within the current UGB. Some of this redevelopment may happen without any additional actions taken by the city. This is called the baseline redevelopment amount.

The TRG and its sub-committees worked closely with staff to develop the redevelopment methodologies and analysis described above, which results in the following:

Category of Land	Methodology	Assumed Dwelling Units Produced in 20 years
MDR, MDR/MU lots less than .5 acre in size	101 units were seen on this type of land in an 8 year period	253 units
HDR, HDR/MU lots less than 1 acre	147 units were seen on this type	368 units

in size	of land in an 8 year period	
Commercial	Redevelopment estimating tool	To be determined (preliminary estimate is 255-820 units)

Re-designation

As was discussed at the January 23, 2012 Planning Commission meeting, there is a surplus of land that is designated MDR. As such, staff is evaluating the potential to re-designate specific areas of town from Medium Density Residential (MDR) to Low Density Residential (LDR). The amount of land that is re-designated may end up causing a deficit of MDR lands. The first table above shows a range of 220-2,720 MDR units that would be subtracted from the MDR surplus due to re-designation of MDR land to LDR. The range is based on assuming that only the north Eugene study area is re-designated (a loss of 220 MDR units) to assuming both the north and west Eugene study areas in their entirety are re-designated (a loss of 2,720 MDR units). A target number of units for re-designation will soon be identified to base land need projections on. The actual amount to be re-designated will be determined through future planning with the property owners and service providers. There is no HDR land that is being considered for re-designation to another land use.

Interventions and Remaining Land Need

The draft Envision Eugene Proposal calls for accommodating all commercial jobs and multi-family housing needs within the existing urban growth boundary with a focus on locating commercial jobs and multi-family housing around core commercial areas and key transit corridors. The estimates shown here indicate that there is a gap between how much capacity there is for multi-family housing and the demand. Absent potential re-designation of MDR land, the gap is entirely comprised of high density residential housing. As discussed at the February 6 Planning Commission work session, in order to meet future needs for multi-family housing inside the UGB, city actions (or interventions) may be required to support additional multi-family housing on commercially and multi-family designated lands. Updated estimates on the remaining multi-family housing need will be presented at the February 13th work session.

NEXT STEPS

The City Manager will include recommendations for accommodating the multi-family housing need in his overall Envision Eugene recommendation. Public forums will be held to collect input on this recommendation and a public hearing is scheduled for April. A series of Planning Commission meetings will examine the recommendation and provide opportunity to provide input to the City Council before the council is asked to take any action on the recommendation.

FOR MORE INFORMATION

Carolyn Weiss, 541-682-8816 or carolyn.j.weiss@ci.eugene.or.us

Heather O'Donnell, 541-682-5488 or heather.m.odonnell@ci.eugene.or.us

ATTACHMENTS

- A. Medium Density and High Density Residential Partially Vacant Lands Summary

Medium Density and High Density Residential Partially Vacant Lands Summary

Enclosed is a table summarizing the results of the committee work and staff analysis of partially vacant lands with a plan designation of Medium Density Residential (MDR), Medium Density Residential Mixed Use (MDR/MU), High Density Residential (HDR), and High Density Residential Mixed Use (HDR/MU). All lots identified as partially vacant will be assigned capacity as part of the revised Buildable Lands Inventory (BLI). Some of the key findings and assumptions of this analysis are as follows:

- The analysis follows a similar methodology to that of Low Density Residential partially vacant lands.
- All lots over .5 acre in size in Medium Density Residential and all lots over .25 acre in size in High Density Residential were examined individually for partially vacant land capacity. Some partially vacant lot capacity was found in .5 acre or larger MDR lots. No partially vacant lot capacity was found in .25 - .99 ac HDR lots. Partially vacant HDR lot capacity began at 1 acre in size or larger.
- All lots under .5 acre in size in Medium Density Residential and all lots under 1 acre in size in High Density Residential will not be identified as partially vacant lands, nor will they be included on a list or map of partially vacant lands. While some of these lots are assumed to have additional capacity, this capacity will be treated as “redevelopment” and assigned to the entire pool of lots and will be based on recent trends for similar lots. Trends suggest that over the next 20 years, about 253 dwelling units on MDR and about 368 dwelling units on HDR will be produced through redevelopment. This is based on the number of new dwelling units produced through redevelopment in 8 years (between 2001-2008) on smaller MDR, MDR/MU (101 units) and HDR, HDR/MU (147 units) lots.
- All lots .5 or greater in size in Medium Density Residential and all lots 1 acre or greater in size in High Density Residential are assumed to have some partially vacant capacity, dependent on their location and their size, with the exception of those lots that were:
 - Completely residentially developed (open space serving the residents is considered part of the development) or due to building placement;
 - Developed with or owned by a non-residential use; or
 - Needs to be reclassified from “developed” to “vacant” land (i.e. due to demolition after 2008)
- Densities were applied using the densities identified during the ECLA (Eugene Comprehensive Lands Assessment) process.
- Lots with transportation constraints are in areas that due to ODOT regulations may have limited or no ability to have additional capacity. There are two options for how these lots will be treated at the conclusion of Envision Eugene:
 - ODOT (and the City as necessary) believe that these areas can be served with adequate transportation infrastructure during the planning period that will support additional capacity on these lots and will document this in relevant plans. The lots will be categorized as partially vacant and will be assigned capacity.

- ODOT (and the City as necessary) does not believe that these areas can be served with adequate transportation infrastructure during the planning period that will support additional capacity on these lots. A determination on if these lots have some additional capacity or no additional capacity will be made.

Summary of MDR & HDR Lots Considered for Categorization as Partially Vacant

Table A.1

Category	Partially Vacant Lots ¹	Partially Vacant Acres (w/o committed & protected acres)	Deduction for Existing Development (amount per lot) ²	Buildable Acreage ²	Density of Infill Lots Created ³	Dwelling Units Produced ⁴
Tax Lots under 1 acre:						
.5 ac - .99 ac (MDR, MDR/MU)	22	15.1	.25 ac	9.6	12.5 - 13.2	127
Tax Lots > or = 1 acre:						
(HDR, HDR/MU)	1	12.3	.5 ac, or per actual amount if more than 1 ac existing development	11.3	20.5 – 31	231
(MDR, MDR/MU)	21	109		56.6	10 – 11.3	631
Lots with transportation constraints (Crow Road, MDR)	22	162.8	.5 ac, or per actual amount if more than 1 ac existing development	152.8	10 - 13.2	1,606
Total						2,595
Total without transportation constrained lots						989

Table A.2

Total HDR	231
Total MDR	2,364
Total MDR without transportation constrained lots	758

Table A.3

Land to be Re-categorized as Vacant Land⁵	Vacant Lots	Vacant Acres (w/o committed & protected acres)	Buildable Acreage²	Density of Infill Lots Created⁴	Dwelling Units Produced⁵
Tax Lots under 1 acre:					
.25 ac - .99 ac (HDR, HDR/MU)	2	1.5	1.5	31	47
.5 ac - .99 ac (MDR, MDR/MU)	2	1.7	1.7	12.5 - 13.2	22
Tax Lots > or = 1 acre:					
(HDR, HDR/MU)	1	3	3	20.5 – 31	70
(MDR, MDR/MU)	8	48.6	29.7	10 – 13.2	327
Lots with transportation constraints (Crow Road, MDR)	1	.8	.8	12.5 - 13.2	11
Total					477
Total without transportation constrained lots					466

***Notes:**

¹“Partially Vacant Lots” are partially vacant tax lots that are .5 or greater in size in MDR and MDR/MU and lots 1 acre or greater in size in HDR and HDR/MU. Tax lots determined not to be partially vacant include those that are:

- Completely residentially developed (open space serving the residents is considered part of the development);
- Developed with or owned by a non-residential use; or
- Needs to be reclassified from “developed” to “vacant” land

²Deduction for existing development accounts for existing houses or structures on the lot and is either .25 acre, .5 acre, or the approximate amount of the actual existing development if the development is over 1 acre. This acreage, as well as any committed/protected acreage or acreage under a different plan designation, is removed from the total lot acreage. Only the remaining acreage (the “buildable acreage”) on the lot is assigned density.

³Range in density is due to different densities based on buildable area size and slope class. Buildable areas from 1-5 acres would receive the smaller density, while areas larger than 5 acres would receive the larger density. This accounts for the greater net to gross deduction for larger lots, as documented in ECLA Table 9.

⁴ The estimated dwelling units produced is based on a lot by lot assignment of potential capacity and on assuming an average density.

⁵The Buildable Lands Inventory will be rerun, which will account for any lot that was vacant in 2008 and is now developed, or was developed in 2008 and is now vacant. The 13 lots cited here are those we found during the partially vacant analysis, through inspection of aerial photos of tax lots .5 ac or greater in size for MDR and .25 ac or greater in size for HDR, that are now vacant.